

COASTAL CONSERVANCY

Staff Recommendation

December 13, 2007

TALL SHIPS EXPOSITION FESTIVAL OF 2008

File No. 07-095-01

Project Manager: Cina Loarie

RECOMMENDED ACTION: Authorization to disburse up to \$450,000 as three separate grants of \$150,000 each to the San Francisco Maritime National Park Association, the Los Angeles Maritime Institute, and the Maritime Museum of San Diego to plan and host the Tall Ships Exposition Festival of 2008 at the Ports of San Francisco, Los Angeles and San Diego during the summer of 2008.

LOCATION: Ports of San Francisco, Los Angeles and San Diego (Exhibit 1: Location and Site Maps)

PROGRAM CATEGORY: Urban Waterfronts

EXHIBITS

Exhibit 1: [Location and Site Maps](#)

Exhibit 2: [Summaries of Festivals](#)

Exhibit 3: [Tall Ship Photos](#)

Exhibit 4: [Letters of Support](#)

RESOLUTION AND FINDINGS:

Staff recommends that the State Coastal Conservancy adopt the following resolution pursuant to Sections 31300-31316 of the Public Resources Code:

“The State Coastal Conservancy hereby authorizes disbursement of an amount not to exceed four hundred fifty thousand dollars (\$450,000) in the form of three separate grants not to exceed one hundred fifty thousand dollars (\$150,000) each, to the San Francisco Maritime National Park Association, the Los Angeles Maritime Institute, and the Maritime Museum of San Diego, to plan and host Tall Ships Exposition festivals at the Ports of San Francisco, Los Angeles and San Diego, including but not limited to, the sponsorship of visits by historic tall sailing ships, international maritime training vessels, and other unique craft, and the development of related activities which will promote access to urban waterfronts.”

Staff further recommends that the Conservancy adopt the following findings:

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“Based on the accompanying staff report and attached exhibits, the State Coastal Conservancy hereby finds that:

1. The proposed project is consistent with the purposes and objectives of Chapter 7 of Division 21 of the Public Resources Code, regarding urban waterfront restoration.
 2. The proposed project is consistent with the Project Selection Criteria and Guidelines adopted by the Conservancy on September 20, 2007.
 3. The San Francisco Maritime National Park Association, the Los Angeles Maritime Institute, and the Maritime Museum of San Diego are nonprofit organizations existing under Section 501(c)(3) of the U.S. Internal Revenue Code, and whose purposes are consistent with Division 21 of the California Public Resources Code.”
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PROJECT SUMMARY:

This project will assist three nonprofit organizations – the San Francisco Maritime National Park Association, the Los Angeles Maritime Institute, and the Maritime Museum of San Diego - to plan and sponsor the Tall Ships Exposition Festival of 2008 at the Ports of San Francisco, Los Angeles and San Diego. The events will be held over five day periods in July and August and will feature visits from historic tall ships and working craft from around the world, in conjunction with multi-cultural waterfront educational and recreational activities (Exhibit 2: Summaries of Festivals).

Previous tall ship exposition festivals in San Francisco, Los Angeles and San Diego were highly successful, providing a unique waterfront educational and recreational experience for both children and adults. The three venues are located in coastal cities where tourism is a major component of the local economy. The festivals draw upon the romance, history, and ambiance of waterfronts as attractive venues. Because of their compelling imagery, newsworthy quality and evocations of heritage, tall ships exposition festivals can energize perceptions of waterfronts as desirable destinations to wide audiences.

Each event will host at least four to six “Class A” tall ships and six to ten “Class B” tall ships (Exhibit 3: Tall Ship Photos). Each of the three festivals will incorporate a host of waterfront themes and activities including a parade of tall ships, onboard visits by the public, live entertainment, folk heritage demonstrations, day sails and mock battles, boat races, maritime educational programs, theatrical performances, food and merchandise sales, and parking, security and first aid arrangements. The combined events are expected to cost around \$2,100,000. Much of this expense will be underwritten by a combination of in-kind contributions, private sponsorships, volunteerism, philanthropy, passport (ticket) sales, and operational revenues, but support from the Conservancy and potentially other public entities is essential to fill funding gaps.

Most of the maritime nations of the world, including those of the Pacific, maintain national tall ships as educational and diplomatic platforms, many of which participate in the California tall ship festivals. In each port, tall ship events serve to invigorate relations between California and its foreign maritime trading partners. The upcoming festivals are expected to significantly stimulate economic activity in the waterfront areas of the three coastal cities. In keeping with

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prior years, the combined festivals are expected to draw around 600,000 more people than in 2002 and 450,000 more than in 2005, including about 40,000 visitors to the ships at each port. Planning for multi-million dollar waterfront revitalization projects in all three venues has to some degree been influenced by the success of prior tall ships exposition festivals, and support for maritime heritage, public programming and space for future festivals has been built into the urban design of these projects. Tall ships exposition festivals of the future are likely to continue contributing to the preservation of waterfronts as an important cultural resource.

The three organizations sponsoring the events are uniquely qualified to plan and implement tall ships expositions. They are all engaged in educational and recreational activities related to maritime history and sponsor numerous maritime programs. Of particular note are the organizations' youth programs geared for students who would not otherwise have the opportunity to learn about maritime history or activities. Both the Los Angeles Maritime Institute and the Maritime Museum of San Diego hosted tall ships exposition festivals in 2002 and 2005, the latter year in part helped by grants from the Conservancy.

Also with the help of the Conservancy, in 2002 and 2005, Sail San Francisco sponsored the tall ships exposition festivals, but it is no longer functioning as a maritime educational organization. The San Francisco National Maritime Park Association, the San Francisco partner for the current project, is eager to assume this role. For more than 50 years, the Association has worked to bring maritime history alive for visitors to the San Francisco Bay Area. In 1954 it acquired the *Balclutha*, later renovating and opening it for public tours. It has played an integral role over the past four decades in the development of Victorian Park and Hyde Street Pier as historical sites, now a National Historic Park. The Association operates Age of Sail, an education program serving more than 10,000 schoolchildren. It also sponsors several yearly events, including Fourth of July fireworks, a Fleet Week festivity, and the annual Maritime Heritage Awards and Gala.

Site Description: The three festivals will be held at the Ports of San Francisco, Los Angeles and San Diego. In San Francisco, the specific venue includes 1.7 miles of waterfront docks, parks, and performance areas, beginning at Fort Mason and ending at South Beach Harbor. In Los Angeles the festival will take place within the industrial port area of San Pedro, and in San Diego, the festival will be located along about one mile of waterfront within the City center (Exhibit 1: Location and Site Maps). All of these areas are working waterfronts combined with varying public amenities. In the case of San Francisco and San Diego, the waterfronts are located in highly scenic areas with expansive views of surrounding bays. Visitors use bike and walking paths to enhance their visit. In Los Angeles, the major feature is the working waterfront of San Pedro, but there too, bicycle and walking paths enhance the visitor's experience.

Project History: The Conservancy's involvement with tall ships has been extensive and on-going, beginning in 2002 with a \$50,000 grant to Sail San Francisco to promote tall ships festivals in coastal ports that summer. Festivals were held in San Diego, Los Angeles and San Francisco, all of which successfully drew large numbers of visitors to the three waterfront areas. In February, 2003, the Conservancy provided a \$300,000 grant to the Maritime Museum of San Diego to restore the tall ship *Californian*, a replica of an 1848 revenue cutter. The ship is docked in the Port of San Diego, but periodically sails up the coast to San Francisco as a means of promoting interest in tall ships and urban waterfronts.

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In May, 2005, the Conservancy provided grants to Sail San Francisco, the Los Angeles Maritime Institute and the Maritime Museum of San Diego to sponsor tall ships exposition festivals in all three areas that year. Again, the festivals were extremely successful, assuring a continued demand for similar events in the future. In 2006, the Conservancy provided funds to the Los Angeles Maritime Museum to help restore one of its training vessels, the *Swift of Ipswich*, a replica of an historic topsail schooner. Also in 2006, the Conservancy provided a grant to the Maritime Museum of San Diego to begin coordination with Los Angeles and San Francisco for the events in 2007 which it is currently underway. Finally, in September, the Conservancy provided \$2,000,000 in loans and grant funds to the San Diego Maritime Museum to build a replica of Cabrillo's ship *San Salvador*, the first Spanish galleon to reach California.

PROJECT FINANCING:

Coastal Conservancy:	\$ 450,000
Others (government, foundation and corporate grants and/or donations; revenues (ticket sales, etc); in-kind services):	<u>1,650,000</u>
TOTAL	\$ 2,100,000

The expected sources of funds for this project are the FY 2007 appropriation to the Conservancy from the California Environmental License Plate Funds which may be used for any purpose consistent with Division 21 of the Public Resources Code, and FY 2006/2007 appropriations to the Conservancy from the Coastal Access Account that may be used to provide public access to the shoreline of the sea (these funds will only be used for the San Diego and Los Angeles locations). The Tall Ships Expositions of 2008 are expected to draw about 1,500,000 people to the waterfronts of three major California port cities, strengthening the public's view of waterfronts as attractive visitor destinations. Waterfront facilities in each of the three locations will be operated during this time to accommodate the increased public access expected as the result of the festivals.

CONSISTENCY WITH CONSERVANCY'S ENABLING LEGISLATION:

This project would be undertaken pursuant to Chapter 7 of the Conservancy's enabling legislation, Public Resources Code Sections 31300-31316, regarding urban waterfront restoration.

Pursuant to Section 31301, the Legislature found that the "encouragement of tourism, public access to the coast, and planned private sector development is a benefit to the citizens of the state, as well as the local citizenry in affected urban waterfront areas". This project will accomplish these goals by encouraging tourism, promoting public access to urban waterfronts, and providing commercial enterprises the opportunity to participate in these events.

Section 31305 directs the Conservancy to stimulate urban waterfront projects that exhibit "innovation in sensitively integrating manmade features into the natural coastal environment."

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By focusing on beautiful tall ships sailing in nearby waterways and docked at waterfront piers, and encouraging visitors to explore the craft, the festivals provide a creative venue to enhance public perception of the compatibility between manmade maritime features and the natural coastal environment.

Consistent with Section 31307 the Conservancy may award grants to nonprofit organizations for the restoration of urban coastal waterfront areas. This project will enable three nonprofit organizations focused on maritime issues to present a positive image of the waterfront environment, which will increase public support for urban waterfront restoration. Section 31308 authorizes the Conservancy to provide up to the total cost of any urban waterfront project.

Consistent with Section 31316, the Conservancy may award grants in coastal waterfront areas for activities that facilitate environmental education related to coastal and ocean resources, including events emphasizing maritime history. Tall ships festivals provide outstanding venues for maritime history education, offering the public opportunities to visit the types of ships that were used for active trading along California's coast for many decades.

CONSISTENCY WITH CONSERVANCY'S 2007 STRATEGIC PLAN GOAL(S) & OBJECTIVE(S):

The proposed project is consistent with **Goal 3** of the Conservancy's Strategic Plan, which is to revitalize coastal and inland waterfronts by concentrating resources in areas where economic development is most needed and has the greatest impact, and that are under pressure to convert waterfront lands to uses that are not coastal or waterfront dependent. The proposed project will occur within the Ports of San Francisco, Los Angeles and San Diego, California's three largest seaport cities, where economic development is most needed, and will have the greatest impact due to the large urban populations of these cities, and where waterfront lands are under pressure to convert to non-coastal dependent uses.

Consistent with **Goal 3, Objective B**, the proposed project directly funds events that increase public access to, and enjoyment of, waterfront areas. Due to the Tall Ships Exposition Festival of 2008, the number of visitors to the San Francisco, Los Angeles and San Diego port areas is expected to continue increasing far beyond the number that would normally visit during a four to five day period in the summer.

CONSISTENCY WITH CONSERVANCY'S PROJECT SELECTION CRITERIA & GUIDELINES:

The proposed project is consistent with the Conservancy's Project Selection Criteria and Guidelines adopted September 20, 2007, in the following respects:

Required Criteria

1. **Promotion of the Conservancy's statutory programs and purposes:** See the "Consistency with Conservancy's Enabling Legislation" section above.

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2. **Consistency with purposes of the funding source:** See the “Project Financing” section above.
3. **Support of the public:** The proposed grants to the San Francisco National Maritime Park Association, the Los Angeles Maritime Institute, and the San Diego Maritime Museum have wide public and government support. Many letters of support have been received, including those from Assemblypersons Joel Anderson, Betty Karnette, Mark Leno, Fiona Ma, Fabian Nunez, Lori Saladana and Mark Leno; Senators Denise Moreno Ducheny, Christine Kehoe, Alan Lowenthal, Carole Migden and Leland Yee; Honorable Gavin Newsom and the Honorable Jerry Sanders; the San Francisco Maritime National Historic Park; the Port of San Diego; Pier 39; the Fisherman’s Wharf Merchants Association; and the San Francisco Chamber of Commerce (Exhibit 4: Letters of Support).
4. **Location:** The festivals will be held within the coastal zones of Los Angeles and San Diego, and within San Francisco Bay.
5. **Need:** Since the inception of the Conservancy’s involvement in tall ships festivals, other government agencies and nonprofit organizations have come forward to contribute to these events. However, Conservancy funds continue to be needed to fill funding gaps due to larger costs related to expanding the events to include a greater array of educational and recreational experiences.
6. **Greater-than-local interest:** Past festivals have attracted visitors from a wide region, including many from out of the state, and even out of the country. The 2008 festival is expected to continue this trend.

Additional Criteria

7. **Urgency:** The three festivals will be held during the summer of 2008 and planning and fundraising must be completed within the next several months. The Conservancy’s participation has been and continues to be a vital part in promoting these important waterfront events.
8. **Leverage:** See the “Project Financing” section above.
9. **Innovation:** The tall ships exposition festivals are highly creative events, offering the public quality experiences in maritime history and waterfront recreation with a multi-cultural focus. As such, they are an innovative means to attract visitors to urban waterfront environments.
10. **Readiness:** The three grantees are experienced in sponsoring public events, and are actively promoting the 2008 festivals.
11. **Realization of prior Conservancy goals:** See “Project History” section above.
12. **Cooperation:** The tall ships exposition festivals are cooperative events, participated in and funded by a multitude of public and private entities.

CONSISTENCY WITH COASTAL ACT:

The Coastal Act specifically addresses public access. Public Resources Code Sections 30210

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states the following: “[M]aximum access, which shall be conspicuously posted, and recreational opportunities shall be provided for all the people consistent with public safety needs and the need to protect public rights, rights of private property owners, and natural resource areas from overuse.” The ships participating in the festivals will be open to the public and the events will provide public access opportunities within these three important urban waterfronts.

CONSISTENCY WITH LOCAL COASTAL PROGRAM POLICIES:

The Local Coastal Programs of San Diego and Los Angeles Counties contain policies to develop their waterfronts to serve open space and park functions, and to make them both physically and visually accessible to the public. In the land use section of the City of Los Angeles’ San Pedro Coastal Land Use Plan, the Port of Los Angeles is recognized as “the predominate influence on the economic well-being of the [San Pedro] community”, with a specific objective to “promote the development of the Port to meet the needs of...recreational users”, a primary goal of this project. In the waterfront section of the City of San Diego’s City Center/Pacific Highway Corridor Local Coastal Plan the waterfront is recognized as “downtown [San Diego’s] most important resource” and states that development should emphasize “significant parks and open spaces with pedestrian and visual access to and along the water, supported by public and visitor oriented activities”. The festival will promote this goal by providing an exciting visitor oriented activity within the waterfront environment.

CONSISTENCY WITH SAN FRANCISCO BAY PLAN:

The San Francisco Bay Plan (amended January, 2006) contains policies that promote urban waterfronts within its jurisdiction to serve open space and park functions, and to provide both physical and visual access. Specifically, under Part I, Major Plan Proposals at Page 4, paragraph 4, the Act states that “...shoreline parks, beaches, marinas, fishing piers, scenic drives, and hiking or bicycling pathways should be provided in many areas. The Bay and its shoreline offer particularly important opportunities for recreational development in urban areas...Highest priority should be given to recreational development...” This project will encourage the development of the San Francisco urban waterfront for recreational purposes by providing an attractive public event that will promote public access, educational experiences and recreation.

COMPLIANCE WITH CEQA:

The Tall Ships Exposition festivals are part of the normal operations of the existing facilities of the Ports of San Francisco, Los Angeles and San Diego, for a public gathering, where there is a history of such gatherings. This project is therefore categorically exempt from the California Environmental Quality Act under 14 Cal. Code of Regulations Section 15323. Upon approval, staff will file a Notice of Exemption.